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ABSTRACT

This booklet is a summary of a report on the problems facing ethnic minority youth in Britain's multi-racial society and the services responsible for meeting them. The introduction outlines some of the broad issues involved. Section 2, "The Disadvantage of Urban Youth," describes the problems faced by minority youth in a racist city environment. Racial conflicts are addressed in Section 3, "Youth in Racial Strife." Section 4, "Types of Disadvantaged Youth," describes categories of young people ("can cope," "at risk," and "alienated") and delineates the concerns of each group. Services available for youth in the community are focused upon in Section 5, "Black Youth and the Statutory Agencies." Section 6, "The Policy and the Courts," describes the role of the police and courts in racial relations. Self-help projects are described in Section 7, "Black Self Help." Section 8, "A New Direction," provides a framework for the recommendations to the central government, local authorities, and the police and courts set forth in Section 9. (MK)

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YOUTH IN MULTI-RACIAL SOCIETY

The Urgent Need For New Policies

"The Fire Next Time"

ED187803

SUMMARY

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COMMISSION FOR RACIAL EQUALITY

The Commission for Racial Equality was set up by the Race Relations Act, 1976 with the duties of:

(a) working towards the elimination of discrimination

(b) promoting equality of opportunity and good relations between persons of different racial groups generally; and

(c) keeping under review the working of the Act, and, when required by the Secretary of State or when it otherwise thinks it necessary, to draw up and submit to the Secretary of State proposals for amending it.

Mr. David Lane is Chairman of the Commission.

MAY 9 - 1985

Contents

PREFACE

1. INTRODUCTION 5
2. THE DISADVANTAGE OF URBAN YOUTH 7
3. YOUTH IN RACIAL STRIFE 9
4. TYPES OF DISADVANTAGED YOUTH 10
5. BLACK YOUTH AND THE STATUTORY SERVICES 12
6. THE POLICE AND THE COURTS 17
7. BLACK SELF HELP 19
8. A NEW DIRECTION 21
9. RECOMMENDATIONS
   - To Central Government 24
   - To Local Authorities 25
   - To Police and The Courts 28

Preface

The problems and needs of black youth in our society have been a source of great concern to the Commission since we began work. Black youth clearly experience severe problems both of disadvantage and of discrimination. The successful resolution of these problems will be vital to the future of race relations in Britain in the coming decades.

The Commission are pleased, therefore, to publish this comprehensive report on the problems facing youth in multi-racial society and the services responsible for meeting them. We conclude with wide ranging recommendations to central and local government calling for a radical review of these services. This report does not deal with proposals for improving the chronic problems of unemployment among young blacks, which are the subject of separate publications, one of which has been published jointly with the Manpower Services Commission.

The Commission appreciate that we are making our proposals at a time of cutbacks in public expenditure. It is our firm belief that even at such a time, the problems of young people in our cities, and particularly those young blacks who are alienated, or at risk of alienation, must be seen as one of the highest priorities by policy makers. Some of our recommendations can be met through redeployment, but others call for additional resources. We believe that special funds, such as the Urban Programme, should be steered in this direction, and that main programmes need to be redirected.

The Commission, therefore, call upon policy makers, at national and local levels, to give such priority to programmes for young people at risk. We urge them to ensure that organisation, particularly at the local level, is ready with expertise and resources to respond readily to needs. We believe that the impetus in this must come from Central Government but see Local Authorities as the partners and implementers of all programmes. It is the Commission's intention to discuss the report with all national and local agencies concerned and to monitor reaction to the report itself and improvements which occur in provision for youth in multi-racial society.

Throughout this report we talk about 'black' youth. This is shorthand for all young people of ethnic minority origin — be it West Indian, Asian, African or Mediterranean. Of course, we recognise that there are vast differences between these groups, but all the research shows that disadvantage and discrimination are, to a greater or lesser extent, common to all.

This document is a summary of a substantially longer report: "Youth in Multi-Racial Society". The full report contains a much more detailed analysis and diagnosis, a wealth of footnote references and a statistical appendix. We hope that all those involved in policy formulation, and students of youth affairs, will be able to read the full report.

Clifton Robinson, Deputy Chairman

1 Introduction

1.1 In 1967, the Hunt Committee concluded their report on "Immigrants and the Youth Service" by saying:—

> "...if England is not to be the scene of race riots ... the time for action is now. Tomorrow may be too late".

They commented that the second and subsequent generations of coloured Britishers will rightly expect to be treated on equal terms, and to have the same opportunities, as the rest of us. Lamentably, in the intervening period neither have these expectations been met, nor have services adequatley modified their practices to meet the changing needs of multi-racial society.

1.2 One of the greatest issues facing community relations in Britain is the plight of our young black citizens. It is unlikely that solutions to their problems can be found merely by tampering with existing services or merely by multiplying self-help projects, though both these approaches have a major role to play. The problems require more comprehensive attention both locally and nationally, and require a special initiative from Central Government.

1.3 The majority of young blacks live in our Inner Cities, sharing with others the problems of "multiple-deprivation". In addition, they have many problems specific to themselves, related to the discrimination and disadvantages they experience. The problems confronting youth, and in particular black youth — and how young people respond to the problems — are amongst the most crucial issues in the Inner Cities debate.

1.4 We believe both that the emphasis given to youth policy by Government is inadequate and that it is wrong to take a piecemeal approach between different services. The appropriateness of the "youth and community services" needs radical consideration. It is unlikely that problems can be solved without a comprehensive approach to all the inter-related issues which affect young people — family, education, housing, employment, law enforcement and leisure.

1.5 We cannot fail to be concerned with the problems of white youth. Young whites living in poor housing, with difficult family problems, having under-achieved at school and finding it difficult to gain employment, can often see ready scapegoats in their black counterparts. Ignoring their difficulties is a certain way of worsening race relations and of adding ready recruitement fodder to racist organisations.

1.6 Many of the problems experienced by young people spring from the structural problems of the society in which they live. These require social and economic change. Some of the problems arise from disadvantages peculiar to ethnic minorities, which require special measures in the various services. Others arise from discrimination, which require both special measures and sufficient emphasis by all concerned on improving race relations.

1.7 It is sometimes easy for those in authority to regard young people as "the problem". To do so is to confuse cause and effect. The real "problem" lies in the inadequacies of society and the inabilities to respond to the needs and challenges of new generations of young people — especially those with different ethnic backgrounds, colour and/or culture. A clear grasp of this truism must be the starting point for those concerned with formulating youth policy.

2 The Disadvantage of Urban Youth

2.1 There have been various studies into the nature of disadvantage. The Department of the Environment's Inner Area Studies, for example, illustrate the dimensions of multiple-deprivation in inner London, Birmingham and Liverpool. The studies of Political and Economic Planning illustrate the facts of racial disadvantage. The nature of shared and specific advantage experienced by black people is described in our "Urban Deprivation, Racial Inequality and Social Policy":—

> "The extent and type of differences between the needs of the urban-deprived and the needs of ethnic minorities is the difference between 'urban deprivation' and what has been called 'racial disadvantage': that is, the disadvantages experienced by racial minorities which spring from racial prejudice, intolerance and less equal treatment in society."

2.2 There are common threads among the young unemployed, ethnic minority or majority. But some young people are at a disadvantage not merely through youthful lack of experience or lack of basic qualification. Just because of their race they come off worst in the search for jobs and training. Since the start of the recession in 1973, the number of unemployed young blacks has grown faster than the total young unemployed. Although there has been some 'levelling-out' since 1977, unemployment among young blacks is still much higher than among young whites.

2.3 Adolescents are at a most impressionable age and feel the combined injustices of urban deprivation and racial disadvantage most acutely. Their disadvantage might be seen to take two forms. The first is their material deprivation, compounded by racial discrimination. The second is related to their 'family' or 'migration' history. The two are inseparable.

2.4 The nature and relationship between types of disadvantage will vary between young people from different ethnic groups. The West Indians who settled in Britain in the '50s and '60s found white society unprepared for and hostile to them. The young people in the first and second generations have been ill catered for by services, find few job vacancies, experience

massive discrimination and often have trouble with the police. Many, born and/or grown up in Britain, have no roots in the West Indies, and are rejected by white society and have little affinity with their parents' generation, from whom they might break away. Some have created an alternative culture.

2.5 Asian communities have settled later, and many of their young people have had additional problems of language and conflicting cultures. There is a much greater variation in communities, e.g. between those from East Africa and those from rural Bangladesh. Parents maintain a stronger hold over the family, but when rifts occur they can be wider. The young people "between two cultures" experience similar disadvantages and discrimination as their West Indian peers, and are beginning to follow similar patterns of life style.

2.6 Young people from the smaller communities — Chinese, Cypriot and other European — also suffer from multiple disadvantage and discrimination, and often from conflicting cultures. However, they will not suffer the same handicaps of colour in what remains very much a racist society. That colour is an essential barrier still today can be seen by the problems of third, fourth and later generation young blacks in Liverpool, Cardiff and other seaport cities.

2.7 The problems of disadvantage and adjustment are difficult enough for the poor, working class, white adolescent in the inner city. They are multiplied several times for the black youth. There is much truth in the simple statement by Tony Ottey —

> "It may be that blacks are on the same boat as poor whites; but we are on different decks."

3 Youth in Racial Strife

3.1 Minority groups have suffered prejudice, abuse and often assault throughout history. Often it is the youth, who are most frequently on the streets, who suffer the brunt. Similarly, it is the youth who have the energy and motivation to be the front-line in the defence of such attack (and who often have mounted counter-attacks).

3.2 Post-war "race riots" started in Cardiff and Liverpool, where there were substantial black communities. However, the racial tension and violence which first awakened public awareness to the problems occurred in Notting Hill and Nottingham in 1958.

3.3 Recent outbreaks of conflicts have surrounded the activities of racist organisations who seek disenfranchisement and deportation of black youth and their families. Disturbances have occurred also following the murder of coloured (generally Asian) youth where there have been suggestions of racist motivation.

3.4 What has become clear is that black youth will no longer accept their disadvantage and discrimination without hitting back. When discrimination is compounded by openly racist activities by certain groups, often seemingly protected by the police, then tension can erupt.

3.5 Racism exists also in substantial numbers of white young people not associated with extremist groups. This might spring from a lack of understanding and dislike of people who are obviously different to themselves. They might see such 'outsiders' as a ready butt for their pent-up aggressive energy and as unacceptable challengers for jobs, sexual partners, and housing. This situation, based on lack of communication and comprehension, provides a major challenge in the eighties for the many services of society.

4 Types of Disadvantaged Youth

4.1 It might be true that all young people are "disadvantaged". In a changing society, adolescents may be the "have-nots" to the adults who "have". Depending upon their background, their address, their education and their job potential, different individuals and groups in the youth generation will cope with the problems of adolescence in different ways.

4.2 However difficult it is for white youngsters in the deprived areas to come through adolescence unscathed, it is that much more difficult for the black youngster. Having suffered the various forms of disadvantage throughout most of his conscious life, the discrimination he feels during the lonely years of adolescence grows.

4.3 Despite all these problems and pressures created by society, a large proportion of young people — black and white — manage to steer their way through to adult life without becoming alienated or even being seriously at risk of such alienation. In sociological jargon, such youngsters might be called the "can copes".

4.4 Because the "can copes" can cope and because they have relatively few problems for society to cope with, they are relatively easy to cater for. Yet because of the direct and indirect discrimination which still exists, e.g. finding jobs (which may be three times more difficult) or in using leisure provision, black youngsters in this category are less well catered for than their white counterparts.

4.5 Substantial numbers of young people, especially those living in the inner city, encountering problems of environment, homelife, under-achievement, poor job prospects and/or conflict with the police might be said to be "at risk" of alienation from society. For black youngsters, experiencing the additional problems of disadvantage and discrimination, the risk is often that much greater. This group will generally require considerably more help from the agencies of society, and offer a major challenge to all in authority.

4.6 Some of what is termed "alienation" has much in common with "dropping-out" of white middle-class society — a temporary phase of self-expression. Because of their life-styles, or just where they live, black youth may come into frequent contact with the police, and may achieve a "record". They may become alienated from the instruments of law and order, perhaps only temporarily. They may become alienated from their family because of cultural conflict for a period of years, but not necessarily from society as a whole.

4.7 However, of particular concern to the Commission, are the substantial groups of black youth living near the centres of our major cities who might be said to be already virtually or totally alienated from society. These groups might each consist only of between 20 and 50 youths, and total numbers might be a few thousand nationally.

4.8 Hard-core alienation is intractible. Although numbers are relatively small, they provide great challenge to society. The Commission's Lewisham Survey, and discussions with youth workers throughout the country, indicate that alienation occurs most often once black youngsters have left school, have failed to find work and have become disillusioned — though there are others who become alienated younger.

4.9 Disillusionment and disaffection is most apparent among young people of West Indian origin in our inner cities. However, similar processes are now taking place among significant numbers of Asian youngsters.

4.10 Unless authorities attempt to make an assessment of the number of young people they should be catering for into categories such as "can cope", "at risk" and "alienated", and make ample provisions for each, then substantial needs might go unmet. Where these needs are of the "alienated", then society will worsen its problems, and the plight of some of its most vulnerable members.

4.11 However, it is vital that stereotypes and stigmatisation should be avoided. Young people can move between the categories. Society and its agencies must take steps to remove unnecessary barriers and build bridges to encourage and enable them to "cope" and achieve.

5 Black Youth and the Statutory Agencies

5.1 A plethora of services is concerned with the policy for youth. Several Government and local authority departments are involved directly. Before examining specific provision of the present youth service, we look at other services in the community which serve adolescents in multi-racial areas.

Schools and Further Education

5.2 There have been encouraging developments by several authorities in recent years. Some are appointing multi-ethnic advisers, though the position is very uneven across the country. Many have yet to establish policies which respond to the change in society. Developments in schools can create an atmosphere where the black juvenile can feel more integrated into society without having alien norms imposed on him. In such an atmosphere, the likelihood of alienation is lessened.

5.3 Prejudiced and distorted attitudes and stereotypic caricatures of black people have been part of British culture for hundreds of years. Such perceptions may affect the most liberal teachers and cause an "ethnocentric" bias of curricula and teaching materials. If the education service is to adapt to the realities of a multi-racial society, serious thought must be given to curriculum development, exam reform and teacher education.

5.4 Some schools have witnessed activities by overtly racist organisations attempting to recruit pupils, distribute literature, assault young blacks and hire rooms. It would be welcomed if authorities were to issue clear guidelines to schools on how to cope with racism.

5.5 In many areas, "supplementary" and "alternative" schools are being provided by self-help groups, which deserve full support from their local authorities. Such projects could provide specific pointers for changes in existing statutory services for young people.

5.6 Further education provides a "second chance" where young people have been failed by the schooling system. Some areas have met this challenge by establishing bridging courses between secondary school and college, and by providing special courses and equipment, often with a vocational bias.

5.7 Many "alienated" and "at risk" young people are unlikely to attend conventional FE colleges. Authorities must be able to accept these attitudes and plan their curricula to include "outreach" techniques. Some areas have made effective use of outreach/community tutors who operate in clubs and other places attended by the young people the college/authority is aiming to reach. Most areas have a long way to go in establishing adequate programmes of this nature.

Social Services and Housing

5.8 A recent report by the Commission and the Association of Directors of Social Services found that only 7 of the 62 social services departments in multi-racial areas kept ethnic records of their clients, and only a further 7 were considering this. Only 16 made use of the 75% Section 11 Government Grants for additional staff. Only 14 reported that research had been carried out on the needs of ethnic minority children or young persons. More information and sensitivity are required in policy formulation and implementaiton.

5.9 Some social services authorities have developed sophisticated Intermediate Treatment projects designed, in part, to meet the needs of ethnic minority juveniles. Such provision is very uneven and, often, not adequate to meet the needs of either the juveniles or the courts. Social services and probation departments need to work more closely together. Sometimes neither agency appears anxious to add to their caseloads with difficult black teenagers.

5.10 The housing needs of young black people need to be given more attention by local authorities. On leaving home, especially after a traumatic split with the family (or on leaving local authority care), the young person will often experience great difficulty in finding adequate accommodation, and frequently will become homeless. A vicious circle can arise between homelessness and joblessness, which can lead to trouble with the police and risk of deep-rooted alienation.

5.11 The increase in young people wishing to live separately and the decline of the private sector, make the role of local authorities crucial. Some can be

catered for by hostels, though others will reject this option. Bedsitters and shared flats and houses, possibly using accommodation unsuitable for family use, will be more appropriate. Much provision can be made by housing associations, especially those engaged in converting inner-city houses.

Careers and Employment Services

5.12 Ethnic minority young people frequently are more dependent than their white peers on the statutory services when seeking work. Their needs are highlighting weakness in our careers service and in careers education. Many young blacks are not registering with the careers and employment services, are losing touch with the statutory services and are remaining unemployed for a long time. A study in Hammersmith showed that 60% of unemployed young West Indians are not registered.

5.13 The key to success is often effective communication and a willingness to adopt new approaches to meet the special needs of young black people. The Careers Service needs to show flexibility and a willingness to innovate in advising "at risk" and "alienated" youths. This will include employment detached career workers to use "outreach" techniques, working both from statutory service and voluntary agencies.

5.14 Greater resources are required for careers education in schools so that young people can be equipped to understand the realities of the world of work. Authorities need to give serious consideration to introducing Vocational Training Programmes. Career teaching and related workers need to be sensitive to the ethnic backgrounds of pupils and how these affect self-perception, career choice and ambition.

Youth Service

5.15 The "Youth and Community Service" normally is part of the Education Service, but it is left to the local authorities to decide their policies and priorities, with few exhortations from the DES. There are no known cases of a Secretary of State requiring a local authority to answer for its youth policies, whereas for schools and colleges the examples are numerous. The Youth Service appears as the cinderella of both the DES and local education departments.

5.16 A few local authorities have established provision for youth away from their education departments. Where this has happened, relocation has tended to be in the department concerned with leisure services.

5.17 All-black clubs are not as unusual or as frowned upon as in the '60s or early '70s. In some areas, experimental work has been developed, encouraged and supported by local authorities. However, in many areas, there seems little understanding of the essential concept voiced by the Parliamentary Select Committee:

> "It is pointless to dogmatise about what club is best. Each has to develop naturally in response to the wishes of the local population, both white and coloured. If this means that some clubs become all-white and all-coloured no one need object as long as the club does not actively seek to bar entry to one race or another."

5.18 There have been advances in detached youth work. There are now 200 detached workers in the field, in local authority and authority-aided voluntary projects. 67 are in Inner London working from 37 projects. Some are encouraged to operate a strategy designed to meet the particular needs of young black people.

5.19 However, detached youth work still does not sit happily within the Youth Service. Detached workers employed directly by the authorities have to work to a system set up to service clubs. There is lack of appropriate supervision for workers with a difficult, ill-defined job. Problems have arisen over finance because the system is not geared to centres from which detached workers operate.

5.20 The present youth service in most areas is quite inadequate to meet the needs of most black (and also most white) youth in a changing society. In many areas, the local service seems to have neither the organisation nor potential for providing either for the broad range of needs of adolescents or for the special needs of black youth.

5.21 Despite the two major reports and the various other studies, the Youth Service has not been able to adapt to the needs of the majority of youth in society. A number of reasons can be seen for this:—

1. Lack of national policy and leadership.
2. Lack of resources, nationally and locally.
3. Too much emphasis on the "club."
4. Too much emphasis on the "can-copes", and too little on the "alienated" and "at risk".

5. Often too much reliance on voluntary effort and generally insufficient integration of statutory and voluntary sectors.
6. Too much of the voluntary effort is rooted in organisations and values which seem outmoded to many young people in a changed society.
7. An inflexibility to move with the times and to give adequate support to innovative and developmental work.
8. Limited terms of reference which prevents concentration on housing, employment and counselling.
9. Too wedded to one local government service — education — and insufficiently related to others.
10 Too distant from central decision making process in the local authority.

5.22 In addition, the service has rarely responded to the changing needs in society brought about by the settlement of the ethnic minorities:—

1. Little appreciation of the disadvantages of black youth.
2. Little appreciation for the special needs of black youth.
3. Unwillingness or lack of enthusiasm to make special provision for black groups.
4. Similar unwillingness and lack of enthusiasm to support black self-help schemes.
5. Possibly even greater inability to cope with "alienated" young blacks than with comparable young whites.

6 The Police and the Courts

6.1 Whatever positive provision is made by schools and the various caring services, the effect on the black community can be undone by negative attitudes by the law enforcement agencies. Above all, the police have a vital role in affecting race relations.

6.2 A National Youth Bureau study has found that many young people carry with them attitudes to the police which range from suspicion and fear to a clearly expressed hostility. Although such hostility is typical of all young people, it is clear that there are substantial groups who see the police as an enemy to be avoided or opposed, depending on the circumstances of the encounter.

6.3 Black youths, in particular, feel that they were subjected to constant and unnecessary police scrutiny. Many complaints to NYB of unjustified arrest, particularly under 'sus' charges.

6.4 Insensitive behaviour by the police such as the arrest, and subsequent release, of Community Relations staff in Brixton which caused the break-up of the Local Liaison Committee, can create long-term structural damage to race relations.

6.5 Of special concern is the differential use of the 'sus' charge by different Divisions of the Metropolitan Police. A second major concern is the use made of the Special Patrol Group in London and Task Forces and similar units elsewhere. The very presence of these (generally all white) mobile units roaming round a black neighbourhood will be seen as provocative, whether or not it is meant to be and whatever their arrest rate.

6.6 The police provide more race relations training than most bodies. Yet prejudice still exists. As the police generally face the juvenile in an unfriendly situation, it is imperative that they have fewer prejudices than other people. The behaviour of every constable in a multi-racial area needs to be exemplary. There can be very great merit in informal training — e.g.

placements in CRCs and other settings, and discussions with young black people in small groups.

6.7 It will continue to be an uphill battle to achieve mutual trust and respect between the police and the young black community. It will not happen without considerable effort by the police and also by community leaders.

6.8 Many white magistrates and magistrates' clerks serving in multi-racial areas do not have much adequate knowledge of minority groups. Magistrates from one minority might have little knowledge of accused youngsters from another. There is a need for magistrates' "training". Factual information can be imparted through literature. Conferences and seminars can provide discussion of attitudes and feelings. Ethnic minority speakers can describe what it is like to be black or brown in society, in court, or in a police station, today.

6.9 Recruitment of more black magistrates and clerks is most important. As the cultural differences between generations among the minority communities are greater than in white society, there is particular need for younger black magistrates.

6.10 Magistrates can reduce court appearances by black juveniles and young adults:—

(i) by playing an active role in improving relations between the police and the young blacks;
(ii) by involvement in projects designed to achieve employment, housing, education and welfare provision for the "at risk" group;
(iii) by pressing for more provision to be made for them to "dispose" of cases in ways appropriate to the needs of young black people; the expansion of Community Service and Intermediate Treatment schemes within the black community would be a major step forward;
(iv) by engaging in dialogue with ethnic minority leaders and community relations councils.

7 Black Self Help

7.1 Black self-help projects in our cities are becoming steadily more marked, because of:—

(i) A desire by minority groups to provide their own social and cultural facilities to protect and maintain their heritage and identify (particularly true of Asian groups).
(ii) A reaction to the lack of provision to meet their needs (particularly true of West Indian groups).
(iii) A relatively recent availability of funds to meet these natural aspirations. (Such funds generally provide 'pump-priming' to enable projects to get off the ground).

7.2 Self-help projects often provide a cheap and effective form of provision. They vary in nature. Many, often based on religious or cultural organisations, provide facilities for a wide population range, among the adolescents attracting the "can-copes". Like similar facilities based on the synagogue and many churches, they may be self-supporting, being financed by members' subscriptions.

7.3 However, facilities catering specifically for "alienated" or "at risk" adolescents are designed for a narrow client group. For such projects, the reservoir of voluntary finance is likely to a minimal. Professional staffing is unusual desirable and finance is required for accommodation, equipment, running costs and depreciation.

7.4 Because of the nature of such projects, they are likely to be unorthodox in style. This is unavoidable and is generally of positive value; they will achieve better contact with alienated and at risk clients, who might be put off by more conventional style. This unorthodoxy is something society must accept, and should not put local authorities off from providing the unobtrusive management advice, and other forms of support.

7.5 The supportive ethnic framework of self-help projects has been a major factor in the restoration of a sense of identity and self-confidence among

disadvantaged young blacks. The development of the self-help movement also has involved and mobilised the local black communities in a way which could not have been expected from statutory provision. This is similar to self-help initiatives by the Jewish community earlier this century which assisted progress towards integration into society.

7.6 Self-help groups occur where sufficient initiative, organisation and drive exist locally. There will be many areas where no such groups come forward. A strategy for meeting the needs of black youth, and particularly the alienated and at risk, cannot depend merely on self-help. First and foremost, responsibility for meeting social needs must rest with the authorities. The existence of self-help agencies should not be seen as an excuse for inaction by responsible public bodies.

8 A New Direction

8.1 In urging Government to take a radical change in the direction of provision, we would ask them to recognise the importance of experiences of the present generation of young people to the future well-being and prosperity of (multi-racial) British society. The disadvantages and discrimination being felt now will lead to bitterness and resentment, reflected in adult society until the end of the century, and beyond.

8.2 Government should recognise that of the various problems faced by our young people, each one feeds off and exacerbates the others. Any attempt to take just one problem and deal with it as if the others did not exist, is doomed to limited success if not outright failure. What is required is a comprehensive and co-ordinated policy for youth which can tackle the various inter-related issues rather than several unco-ordinated policies with arbitrary boundaries and wholly dangerous gaps.

8.3 Government should see the need of alienated and at-risk young black people as the highest priority. Unless policy is able to tackle their needs, there is a danger that we will create a whole generation of alienated black adults.

8.4 Because of the lack of resources, and discrimination in their allocation, black young people in the "can-cope" group are ill-catered for by present policies. Radical new approaches are required to meet their needs too.

8.5 In the final analysis, no group in society can be seen to be adequately catered for until it has adequate employment, adequate housing and adequate motivation. These are long-term goals requiring sustained investment of social and economic resources.

8.6 As a short-term priority, the Commission believe that there is a need for a re-ordering of various services, with three objectives: First, the services need to be comprehensive. Secondly, services need to be oriented on consumer need. Thirdly, resources are required of an adequate quality.

8.7 Ethnic minority people are rate-payers, taxpayers and electors like everyone else. They are entitled to adequate services. In the coming decade they are going to comprise a substantial proportion of the electors and rate-payers in many urban areas.

8.8 Where two tiers of local authority exist at present, responsibility for provision of a coordinated programme needs to rest clearly with one authority. This might require new coordinating machinery and/or a transfer of functions.

8.9 Authorities need to ensure that any "Local Youth Councils" speak in a representative fashion for all ethnic groups and that they give emphasis to the "alientated" and "at risk". Setting up such vehicles for "self-determination" should not be seen as any alternative to meeting, in real terms, the needs of young people — particularly the alienated and at-risk — in multi-racial society.

8.10 While responsibility for youth provision should be the responsibility of local authorities, this does not obviate a major responsibility of central government for leadership and coordination. Many different departments of State and other central agencies have responsibility for different aspects of youth policy. An impression of little or no coordination is given at present.

8.11 A coordinated national strategy is required. This does not mean necessarily transfer of responsibility between departments. There should, however, be a clear coordination of functions into a discernible national policy. Such strategic thinking should be made clear to authorities, agencies and the multi-racial community. This might be best effected by the designation of a Minister, possibly responsible to a Cabinet Committee, for overseeing the development and implementation of coordinated policy.

8.12 Some local authorities which likely to need to be obliged statutorily to adopt new approaches, thought it might be desirable for flexibility on local arrangements. Provision for youth should become a statutory responsibility. Such capital provision as is required should become a key sector.

8.13 No two areas are identical and no identical package of measures can be appropriate for different towns. The greatest problems facing young people today lie in the inner cities, and the groups with greatest problems are those young blacks at risk of alienation or already alienated. This report pays

special attention to such groups, and this is reflected in our recommendations which follow.

8.14 Not all the recommendaitons will be totally relevant to all areas. However, we believe it is imperative that in every single area the needs of young people should be comprehensively reviewed and that this should be accompanied by a comprehensive review of all services. A radical new look then needs to be made at organisation and provision across the board to ensure that it is most appropriate and effective to deal with the needs of multi-racial society in the eighties.

9 Recommendations

To Central Government

1. A national policy on provision for young people should be co-ordinated between Departments dealing with education, careers, training and employment, social services, housing, sport, recreation and culture, and law and order. Any overlaps between departments might be considered for rationalisation.

2. A Minister, possibly reporting to a Cabinet Committee, should have designated responsibility for overseeing the development and implementation of national policy.

3. Within the context of such co-ordinated policy, special attention should be given by Government to the needs of, and provision for, ethnic minority young people.

4. Government should give very high priority in the allocation of resources to provision for young people, especially those in multi-racial areas, in all main programmes and the Urban Programme.

5. Departments should collaborate to provide highest priority to projects aimed at those young people who are "alienated" or "at risk" in education, housing, social services and other sectors.

6. All capital projects designed to meet the needs of young people in multi-racial areas should be entitled to Key Sector finance.

7. Government should encourage local authorities to implement as many schemes as necessary to meet the needs of young people in multi-racial areas, in accord with their responsibilities under Sec. 71 of the Race Relations act, 1976.

8. Government should encourage local authorities to bring forward for loan sanction, and to finance through internal means, projects submitted by the voluntary sector and by self-help organisations.

9. Government should give high priority under the Urban Programme, Sec. 11 of the Local Government Act, 1966 and any special funds, to revenue projects designed to meet the needs of young people in multi-racial areas, especially the staff proposed for local authority central youth units, including, in particular, "youth brokers" or "advocates" and staff of walk-in centres.

10. A Department responsible to the co-ordinating Minister should monitor the types of provision being made locally to meet the needs of young people, especially those who are alienated and at risk. A special monitoring exercise should be conducted into the capital provision of proposed "walk-in centres" in 10-12 areas.

11. Government should urge the ACPO and individual police authorities to continue to adopt more sensitive policing practices in multi-racial areas and to investigate innovatory training methods.

12. Government should urge magistrates and their clerks to take greater direct interest in race relations. Forms of disposal of juvenile cases should be improved, wherever possible with the active involvement of ethnic minority organisations.

13. The central self-help fund for ethnic minority projects should be continued and expanded with priority continuing to be given to projects designed to meet the needs of alienated and at risk young people.

14. Organisations concerned with young people financed from central funds should be urged to increase their ethnic minority representation.

To Local Authorities

1. Authorities should appoint a "Youth Policy Committee", reporting to the Policy and Resources Committee, with delegated responsibilities for co-ordinating policies between committees and, where necessary, between two or more authorities operating in the same area, setting goals and monitoring performance.

2. Service Committees, voluntary bodies, self help and minority organisations and young people themselves should have access to the Youth Policy Committee.

3. Among the first duties of the Committee should be the undertaking of a complete review of all services being provided in the authority's area for the 12-22 age group.

4. Parallel studies should be conducted into the needs of young people from all ethnic groups in this age range. The needs of broad groups who might be described as "alienated", "at risk" and "can cope" should be assessed separately.

5. Authorities should designate one department as having "lead" responsibilities on youth policy matters.

6. Within such a lead department should be established a Youth Policy Unit, staffed by a wide range of disciplines and including "youth advocate" or "broker" appointments and staff skilled in a full understanding of the needs of young people from each ethnic group resident in the area.

7. Authorities should give consideraiton to transferring specialist staff from various service and central departments to the Youth Policy Unit.

8. Authorities should consider also the transfer of executive functions to the Youth Policy Unit, especially those which cross departmental boundaries, e.g. outreach operations.

9. In making appointments to the Youth Policy Unit and to individual departments, authorities should make maximum use of the Urban Programme, Section 11 of LGA 1966 and other special funds.

10. Authorities should consider appointing multi-disciplinary teams of detached, outreach workers, crossing traditional departmental boundaries, operating consumer oriented programmes, possibly on an area basis.

11. Authorities should allocate greater resources to the careers service and to careers education in schools. These services should have formal links with the Youth Policy Unit and should adopt special programmes to meet the needs of ethnic minority young people. Closer links should be developed with Manpower Services Commission provision, and coordination maximised.

12. Authorities should give priority in their capital programmes to meeting the needs of their "alienated" and "at risk" young people. Consideration should be given to concentrating resources initially on multi-disciplinary

and multi-functional walk-in centres, open for adequate hours to meet the needs of the target group.

13. Authorities should develop employment, training, education, housing, intermediate treatment and other projects designed primarily to meet the needs of the alienated and at risk, linking such projects with the walk-in centres.

14. The extension of provision and support of more traditional types of provision should be reconsidered. Generally, such provision might be given relatively low priority except where there is clear, demonstrated need, e.g. for a religious group new to the area for which no provision exists.

15. The need for uni-racial provision at the present stage of the development of British society should be accepted and such provision designed to meet the needs of the target ethnic group.

16. Authorities should give maximum support to voluntary bodies with projects designed to meet the needs of young people, particularly the alienated and at risk. Statutory and voluntary provision should be developed in a complementary fashion.

17. Authorities should give maximum support to self-help groups, in finance, sensitive administrative help and accommodation.

18. Authorities should take over support for those proven self-help schemes started initially by finance from the Commission or a trust, once the pump-priming funds lapse.

19. Authorities should support the establishment of Local Youth Councils or other self-organised forums of young people, but should ensure that they are representative of all ethnic groups in the area and are as concerned for the alienated and at risk as with the can-cope.

20. Authorities should institute pre-service and in-service training schemes for all their staff who deal with young people to ensure that they are adequately sensitised to the needs of the ethnic minorities and particularly to those who are alienated and at risk.

21. Authorities should adopt positive policies on the employment of ethnic minority young people and encourage other employers in their area to do likewise.

To Police and The Courts

1. Reviews of police/youth relations should be carried out periodically, and practices modified as a result with a view to improving race relations and reducing any lawlessness.

2. Adequate training on race should be given to all police and innovative, informal programmes developed.

3. Greater emphasis should be given to community policing and less to mobile patrols.

4. Magistrates should be more involved in race issues and the "disposal" of juvenile cases improved with the involvement of ethnic minority organisations.